

ABOUT GROWTH

A Quarterly Publication About Growth Management

Fall 1994



**WASHINGTON STATE
COMMUNITY, TRADE AND
ECONOMIC DEVELOPMENT**
Building Foundations for the Future



Linking growth planning and water

By Tom Campbell
Director of CTED Policy and Programs

Population growth continues in Washington state. We expect to have an additional 2.7 million people in the state by 2020.

Although the Growth Management Act has offered many challenges, it is important for governments and citizens to continue to work effectively on water issues related to growth. The recent fires in Eastern Washington are a reminder of the need to strengthen growth management work, especially the need to link land use planning to water system and water resource planning.

The GMA was developed with the understanding that water is a finite resource that has beneficial in-stream and off-stream uses. It was this context that led lawmakers to require that the quality and quantity of water be addressed in the planning and implementation phases of the act.

The classic battle of growth versus water has been a familiar plot in many a western movie. However, western folklore is now a part of our everyday life as we read about neighborhood wells going dry, city water systems at risk, irrigation systems running out of water, and inadequate water for fire protection. This battle is further complicated by the need to provide more habitat, such as more in-stream flows, for our native fish runs.

The growth versus water battle has produced not only some conflicts between the GMA and other water planning efforts, it has created opportunities as well. Successful efforts such as the Methow Basin Plan, which looks at regional water issues, need to be replicated and supported. We need to do everything we can to encourage development that is consistent with "best practices" for water conservation and water management.

While water quantity issues are a vital part of GMA work, water quality issues also need to be considered. Managing land use through

the provisions of the GMA is an effective way to maintain and enhance water quality. The comprehensive plans being developed now provide a key to protecting water in the long term.

In recent years, our department has worked with communities through: formation of a state "water team" to provide guidance on comprehensive plans; coordination of workshops on utilities; coordina-

tion of state agency review of comprehensive plans; and work with other state agencies and local and tribal governments on watershed planning activities.

What else can we do?

We would like to know how we can help you meet the needs for water through GMA planning in your community. Please call me at 206-753-7426 or call Steve Wells or Mike Grady at 206-753-2222.



Tom Stitz/CTED

ABOUT GROWTH

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Water connections to GMA planning

By Mike Grady
Senior Planner, CTED Growth Management

Local officials, state agencies, and growth management staff have compiled an array of perspectives on ways to incorporate water issues into your Growth Management Act planning and implementation. We trust that you will find these articles timely as well as provocative!

Why is water of concern to GMA planning?

The GMA requires that the quality and quantity of water be addressed in the following areas:

- 1* Issuance of building permits (RCW 19.27.097).
- 2 Planning goals of encouraging development of urban areas, promoting economic development, protecting the environment, and providing public facilities and services (RCW 36.70A.020).
- 3* Designation of critical areas (RCW 36.70A.050).
- 4* Approval/disapproval of subdivisions (RCW 58.17.110).

The items above noted with an asterisk (*) are required of all cities and 39 counties. Other items are required in the comprehensive plans for the counties and their cities planning under the act.

These requirements have produced some of the following conflicts with other water planning and management efforts:

1. Many water planning efforts have timelines that do not coincide with GMA deadlines.
2. Most cities and counties do not have reliable data on water.
3. Water is defined in the act as an urban service. In many rural areas, poor quality or the unavailability of water requires water systems that approach urban levels of service.
4. The issue of allowing 5,000-gallons-per-day exempt wells within urban growth areas is making it difficult for local planners to develop their capital

facilities element for water services. It also continues to degrade the quality and quantity of water in certain areas of the state.

5. Water rights for municipalities may need to be revised to better reflect their GMA planning needs.
6. Tribal governments are not given a specific role in the act. However, based on their historic treaty rights, the tribes have a need to enhance in-stream flows to maintain fish habitat.

CTED and other agencies will need to work closely with local groups on these issues to develop some of the following strategies that can help coordinate planning efforts:

- Phase the development of urban areas to accommodate the availability of water and water services.
- Develop local geographic databases which link land use and water resource data.
- Encourage local planners to work closely with local water utilities and tribal governments to share water planning data.
- Implement conservation practices for the delivery and application of water in all sectors to further stretch the local water supply and help you meet the in-stream and off-stream needs for water.
- Formally link all local and regional water planning efforts to your GMA comprehensive plan by reference in the land use element or optional elements.
- Provide tighter management controls (state satellite management ownership) for small community systems.

Finally, we encourage you to take up Tom Campbell's offer. CTED looks forward to helping you meet the tremendous demands of managing growth — especially with a limited water supply!

Water rights: What's all the fuss?

By Doug McChesney
Water Resources Program,
Washington Department of Ecology

One of the most daunting issues confronting local governments as they plan for growth is water supply. With water seemingly everywhere, particularly in Western Washington, why should local governments be concerned about water supplies and water rights for the future?

The answer is simply that what has been the case for many years in the rest of the west has finally caught up with Washington. There isn't enough water to satisfy the needs of all who want to use it. And local government is just one of many players in the game.

State law requires that anyone using water, except small amounts of ground water, have a water right. However, unless local government is itself a water provider, it generally has little or no knowledge of the water rights held by whoever does provide water service.

The Growth Management Act changes all that. By mandating that communities plan for projected levels of growth, the GMA prompts the question of where the water will come from to provide for that growth. Agencies planning for growth find themselves faced with the need for certainty about the availability of water to sustain it.

That's where the state Department of Ecology fits in. The department's Water Resources Program administers the state's Water Code, which includes making decisions on water right applications and issuing and tracking water right permits and certificates.

The program also works closely with other state agencies in reviewing water system plans developed by purveyors to provide for future growth — plans that local governments need to consider as part of their growth management planning. A cornerstone of any water system plan is the

legal right to the water necessary for growth.

Increased attention resulting from several water-short years and changes in funding have led the Water Resources Program to reexamine past practices and explore innovative ways to accomplish its mission. As Water Resources Program Manager Carol Fleskes puts it, "The times are changing and we need to change along with them. We are looking for approaches that work, not ones that simply keep us limping along."

As part of its adjustment, the program has begun a major initiative to assess the potential of watersheds to provide additional water for future growth rather than assess individual applications. Included in these assessments will be compilations of existing water rights.

Assessments need to be conducted before Ecology can make decisions on new water right applications for an area. Ecology is seeking the cooperation of other parties to conduct such assessments and invites willing local governments to participate in producing assessments for their areas.

In the meantime, local governments need to work with water providers as they plan to accommodate growth in their areas. Water utilities, even those that feel they have room to grow, should contact Ecology for assistance in verifying the extent of their water rights.

Likewise, local governments and others with questions or concerns about water rights or watershed assessments, should contact the appropriate Ecology regional office: Bellevue, 206-649-7038; Lacey, 206-407-6300; Spokane, 509-456-2926; and Yakima 509-575-2597.

Land use decisions critical to controlling stormwater

Comprehensive stormwater programs are necessary to keep sediments out of streams and toxic substances out of Puget Sound and water bodies across the state.

For maximum benefit, stormwater programs should be incorporated into local growth management activities, as called for under the Growth Management Act. The Puget Sound Water Quality Management Plan calls for stormwater programs in the Puget Sound basin.

The comprehensive plan lays the foundation for the stormwater program. To ensure the program is effective, the plan should address how the jurisdiction is going to:

- I Control (through ordinances or other means) stormwater runoff from new development and redevelopment; ensure proper operation and maintenance of stormwater systems; adopt Ecology's Stormwater Management Technical Manual; identify and remediate existing sources of stormwater pollution; and avoid development in flood-prone areas.
- I Protect natural drainages and critical areas which contribute to the city or county's stormwater program.
- I Link stormwater management with other water quality protection plans, such as watershed plans.
- I Coordinate with other jurisdictions in the region on stormwater management and related issues.
- I Operate and maintain stormwater facilities.

The Puget Sound Water Quality Authority has developed a fact sheet to help local governments incorporate water quality issues into the GMA planning process.

To request a copy, contact Sue Carazo at 206-407-7311.

GMA and drinking water — a public health perspective

By Richard P. Sarver
Environmental Planner, Washington State
Department of Health

Water system planning is an integral part of the Growth Management Act. Local governments must verify the adequacy of the proposed water supply prior to approving building permits and subdivisions. Local wellhead protection programs are a popular method of identifying and protecting critical aquifer recharge areas.

Local coordinated water system plans should be integrated into the

utilities or capital facilities elements of GMA comprehensive plans to establish future utility service areas and land use based level of service standards. Most importantly, the GMA provides a wonderful opportunity for local governments, water utilities, and the state Department of Health to share vital information on whether water will be available to support the vision contained in the local comprehensive plans.

DOH is the lead agency for public water system planning and regulation. DOH reviews and approves regional coordinated water system plans, individual utility plans, and construction

GMA comprehensive plans and all water system plans.

- The GMA's vision of densely developed urban growth areas cannot be realized if the large providers do not have enough water. A double edged sword, consisting of a lack of water in many areas and a reduction of funding for Ecology's water resources program, has made it difficult to develop new sources.
- The GMA does not preclude "piped water" in rural areas. However, comprehensive plans should recognize that there can be public health problems associated with existing water systems. DOH recommends allowing extension of good systems outside of urban growth areas if water lines are sized according to locally adopted rural level of service standards and are consistent with local land use plans.
- Restrictions on piped water, costs associated with Safe Drinking Water Act compliance, and problems obtaining water rights have led to a proliferation of very small public water systems. Typically, these systems are poorly operated and funded. If they fail, the county may be forced to take over operation of these systems.
- State law gives local governments authority to mandate connection of new buildings to existing public water systems (RCW 19.27.097). This authority can prevent development of private wells within urban growth areas and in other areas where there are water problems.
- DOH recommendations are made to help local governments in making adequacy decisions to protect them from a great deal of liability.



Rita Robison/CTED

projects. DOH provides information on public water system adequacy and it helped develop guidance for making adequacy decisions for individual water supplies. DOH is also responsible for oversight of the statewide wellhead protection program.

The following are several issues to think about:

- Water system plans must be in conformance with local land use plans and policies. DOH helps insure this consistency by reviewing

For further information, contact Richard Sarver, 206-586-8123.

FIRE • WATER • EMERGENCIES

First impressions of the 1994 Chelan County fires

By Tom Green
Chelan County Commissioner

The Chelan County fires of 1994 have brought focus to long-standing concerns about both the wildland interface with our expanding urban areas and the increasing pressure for development in rural forest areas. While all the lessons learned from these devastating fires have yet to be determined, some preliminary observations and conclusions may be in order.

From the perspective of the fires themselves and the conditions which were present prior to their initiation, it is hard to conceive of a scenario which could have set a more difficult stage.

We were in a period which had record high temperatures, record low moisture levels in the fuel itself, successive years of drought-like conditions, and very low humidity. Additionally, we had seen increased residential construction in our rural canyons that interface with, and in some cases, are part of our forested lands. And finally, but not the least important, parts of the forest areas had not been maintained to minimize the spread of fire.

Combining this unprecedented backdrop with multiple fire starts and strong wind conditions, a nightmare was created which ultimately burned over 8 percent of Chelan County's 2,970 square miles. It also destroyed more than 35 homes, countless other structures, and required the mobilization of some 10,000 personnel from local, state, and federal resources.

The absolute first lesson learned is that our fire-fighting resources became overcommitted much more rapidly than most had expected. Local firefighting personnel and equipment were beyond their capabilities very quickly and Chelan County was soon supported by a near majority of **all** the air and specialized ground resources available in the U.S. Forest Service.

The second lesson learned is that our disaster planning must include major and multiple fires as probable future events and must insist that agencies plan, think, and work "unified." The level of cooperation witnessed in Chelan County was tremendous, but detailed prior planning and simulation would have been helpful in quickly solving command and communications problems.

Another lesson learned which became a critical issue during the fire is how to handle continued pressure for residential development in our forested areas. Even with the influx of over 400 fire trucks, it quickly became evident that priorities had to be set as to which homes would get needed protection.

Summary evaluations were made regarding a given structure's defensibility and its relative safety from a fire fighting perspective. If a particular home was less defensible, a larger commitment of firefighters and equipment was needed to give it a reasonable level of protection. Scores of homes were saved by the tireless efforts of firefighters putting their lives on the line. But it does raise serious concern about our current policies and practices that allow development in areas which can and are affected by wildfire, and with minimum development standards.

Chelan County has increasingly made Class A (non-combustible) roofing a requirement, as major subdivisions are approved in areas of concern. Our Board of County Commissioners is currently seeking a State Building Code Council decision that will allow our local building code to be modified to require this higher level of protection on most buildings constructed in the unincorporated areas. Other measures should be considered that will make any homes built in these outlying areas more defensible.

The Growth Management Act requires that forest resource lands be designated and conserved. At the same time, some flexibility should be maintained so our private forest lands can be enjoyed, while being safeguarded and the threat from fire reduced.

Consideration should be given to clustering development that would allow some residential buildings and the setting aside of commercially significant forest lands. When clustering occurs, a greenbelt on the perimeter can provide the interface with the forest itself and the homes can be constructed inside of this "belt," again a significant protective measure that allows near-normal forest practices while protecting from fire. This is only one example of how to balance various interests and concerns related to growth in sensitive areas.

Continued long-term management of our forested areas will require new thinking by all responsible parties. Solutions will need balance and the "long haul" should guide our ultimate choices.

PAGES 5-8 — FIRE/WATER/EMERGENCIES

Planning for the unexpected is at the core of growth management. *Fire/Water/Emergencies* presents four views on how communities can address wildfires, water for fire fighting, and emergencies through growth management planning.

FIRE • WATER • EMERGENCIES

Fire services implement regional plans

By Bob Johnson
Chief, Auburn Fire Department

Fire departments traditionally came into being because of necessity. Little planning has been done by the departments for future development.

Each department wanted to provide the level of service dictated by its users. Each had a strong sense of identity and wished to control its destiny without outside interference or influence. Each had elected officials who had been part of their expansion process.

Each department was proud of what they had accomplished for their citizenry. And as a result of this ownership, they often lacked the will to work towards regional cooperation and often were not able to agree on the most fundamental issues impacting the fire service as a whole.

Looking around the metropolitan areas of our state reveals many fire department service jurisdictions providing services to their citizens, each with governing bodies, a chief, support staff, and infrastructure duplicating what their neighbors have. They are all competing for diminishing tax dollars that are desperately needed to provide a broader range of services to their

communities that include schools, water, streets, police, parks, libraries, and sewers to name a few.

The fire service, like many other basic services, has been struggling with the management of social and economic impacts on their departments so they can create a service that works better and costs less. Issues such as consolidation, reduction of administrative costs, fragmentation, and overlap are faced on a regular basis.

Fire service providers are reviewing regionalized services through merger or consolidation. Some are functionally consolidating duplicated services such as training, maintenance, insurance, inspections, and dispatching.

Enter the Growth Management Act with its focus on regionalized growth. This will help provide a guiding light for agencies to improve their ability and performance levels to help meet the challenges of our rapidly changing social and economic environment. The GMA provides a vehicle for agencies to look at regionalization, consolidation, or merging of services between departments as a means to reduce costs and enhance service levels.

It will also facilitate the development of more standardized infrastructure that will help reduce the severity of the fire risk and help maintain public fire suppression services at a manageable level. Infrastructure issues such as water supply, fire control delivery capabilities, road standards, and fire prevention codes will be reviewed with the goal of providing a more predictable performance standard for fire agencies.

The Growth Management Act recognizes the importance of fire protection as an integral part of the infrastructure within our state. The fire service has an opportunity to step up to the plate as a regional service provider to enhance their involvement in planning and managing for growth.



Living in the scenery

By Mark Morrow
Public Information Officer, Washington
Department of Natural Resources

This summer's wave of catastrophic fires illustrates once again the dangers of Washington's urban areas growing into the woods and range lands. As conditions worsened on several fire fronts in recent weeks, the results were often the same. Homes and structures that were not adequately protected or prepared for the eventuality of fire were simply destroyed.

The Department of Natural Resources has looked at county comprehensive plans and found the need for some common sense guidelines in balancing population growth with the need for protection from forest fires.

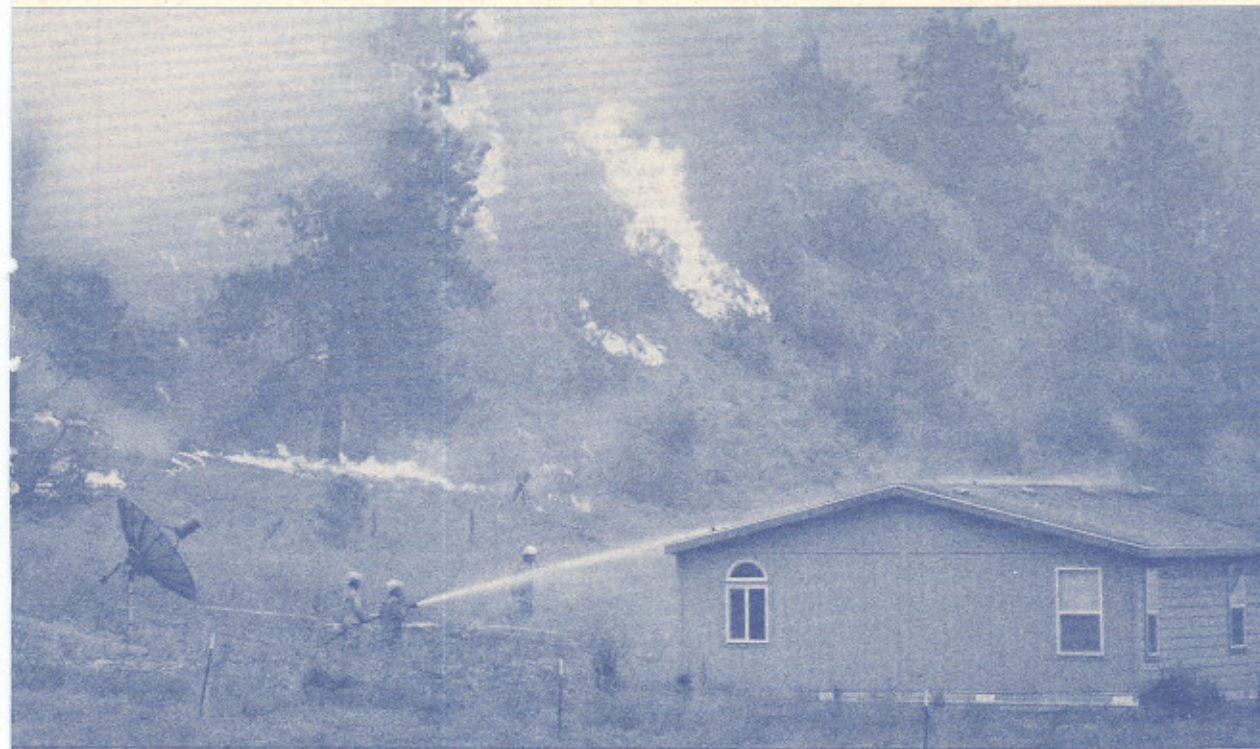
"The department has been trying to get all counties to make sure homes are located

"GMA provides a vehicle for agencies to look at regionalization, consolidation, or merging of services between departments as a means to reduce costs and enhance service levels."

— Bob Johnson

As wildfires sweep one of Chelan County's rugged hillsides, firefighters drench a homesite in an attempt to ward off a devastating outcome.

Photo: Mike Bonnickson / Wenatchee World



poses protection problems for human and natural resources

within rural fire districts," said Jim Beaster, DNR's coordinator for the Growth Management Act in Skagit and Snohomish counties. "It's important to minimize residential development in forest lands... or when it's allowed, to at least require homes to be protected from fire."

"County planning staffs see the light," he added. "They would like to see as few structures as possible in designated, commercial forest land — especially after the recent fires in Eastern Washington. It's the general public and local elected officials who have to be convinced."

Commissioner of Public Lands Jennifer Belcher has provided local plan review guidelines that DNR staff use when reviewing proposed county comprehensive plans. These guidelines would reduce the threat of wildfires by recommending certain things:

Among them, 1) requiring that no residential development take place outside fire district boundaries; 2) providing for adequate two-way (ingress and egress) routes and turn-around room for emergency response vehicles; 3) building with fire-resistant roofing and construction materials; 4) maintaining sufficient fuel-free areas or defensible space around structures; and 5) requiring an adequate water supply with backup power generation equipment to help suppress fires.

Dick Olsen, DNR's coordinator in Whatcom, Island, and San Juan counties, points out that fire spreads both ways — both from a forest to an unprotected residence, and from the residence to the forest itself. In fact, most fires fought by DNR are caused by debris burning near residences.

Olsen thinks county comprehensive plans should take this clearly into account.

If homes are allowed to be constructed in the forest zone, it is very likely that there will be an increase of devastating forest fires, he says.

"The forests during the summer are very dangerous and highly flammable," Olsen said. "By requiring structures to be built within fire districts, homes would be better protected from forest fires and fire districts could respond and protect the forests from the spread of structure fires and debris burns."

The rewards will be great once counties consistently recognize the need for strong language in their comprehensive plans. With the guidelines as envisioned by DNR's resource protection group firmly in place, everyone's job of preventing and effectively extinguishing wildfires will be made easier.

FIRE • WATER • EMERGENCIES

Coordinating GMA emergency services planning

By Sandi Benbrook
Unit Manager, CTED Emergency Management

Communities can use the Growth Management Act as a vehicle for improving their level of preparation for emergencies. By dovetailing emergency management planning with growth management planning, counties and cities can systematically analyze their communities emergency requirements.

Eliminating or reducing the likelihood of damage will absolutely reduce life loss, property damage, and environmental degradation during disaster events. In addition, the cost of responding and recovering from disasters will also be reduced.

This opportunity can be taken during the initial growth management planning process or when comprehensive plans are amended. By combining the organizing principles of the GMA with all hazard emergency preparation practices, communities can prepare themselves for any emergency or disaster they face.

Applying growth planning to community hazards.

Three of the most significant natural hazards Washington communities face are seismic events, flooding, and fire storms.

The GMA clearly contemplates these hazards by requiring communities to identify flood plains, forest lands, and seismic hazard areas. The act also speaks to both law enforcement and fire services as critical public services that must match the growth plans each community develops.

Communities planning under the act can also address the most recurrent hazard that threatens Washington communities on a daily basis — hazardous materials releases and spills.

Hazardous materials are present in every community in a myriad of forms and locations. These materials are transported every day on the roads and highways across the state. They are also present in all types of business, industry, and commercial settings.

The path to successful emergency services for communities conducting growth management planning is outlined below.

1 Articulate the community's vision for emergency services.

Each community has the opportunity to set standards for emergency services as a part of their growth management planning effort. These standards may speak to items such as the guaranteed ability to contact emergency

services (i.e., 911), or the time it takes for emergency assistance to arrive, as well as how disaster management will be orchestrated in that community.

The process can also pinpoint opportunities to mitigate future disasters by taking wise steps in the location, construction, and operation of a variety of facilities and transportation routes.

2 Define what various areas and neighborhoods will look like.

In growth management planning, communities discuss certain critical characteristics such as location of roads. This information is vital to evaluating the types and levels of emergency services each area will require.

3 Conduct a hazard vulnerability analysis.

When designating urban growth areas and rural, agricultural, forest, and critical areas, each community should conduct a hazard vulnerability analysis. This analysis will identify the natural and technological hazards present in each part of the community, the risk of the hazard impacting the community, and strategies for eliminating (i.e., mitigating) the hazard or ensuring prudent response systems are planned for and implemented.

4 Develop a comprehensive emergency services matrix.

Given a growth management plan and a sound hazard vulnerability analysis, each community will then be able to identify what emergency services are needed in each part of the community. A gap analysis will demonstrate where emergency services are not adequate and a matrix can be developed to identify the gaps and the solutions.

5 Revitalize emergency management planning and preparation.

Community participation in the types of analyses described above will provide major inputs for updating existing emergency management plans and conducting new efforts to prepare for emergencies in the community.

The Emergency Management, Fire Protection, and Growth Management service areas of CTED can provide guidance and information to communities that want to examine their emergency services in the context of their growth management plans.

For a copy of *Growth Management Applications to Emergency Services*, call 206-753-2222.

Environmental and cultural challenge

By Terry Williams

Vice Chairman, Northwest Indian
Fisheries Commission

The Northwest tribes have always been dependent on the natural resources our earth has provided. Our subsistence, culture, and way of life are linked to not only the air, water, and land, but to all living things. The spirit that guides us is the connection between all things.

For many decades now our tribes have had to endure devastation. We have seen rivers dry up, great dams constructed across rivers, and poison poured into our air, streams, and bays. We have seen development of communities pave streams and wetlands. Our salmon and our culture have paid a heavy price for our state's growth.

Despite a century of persecution and repression, the voice of the Indian has never been entirely stilled. Through history, we have spoken out in an effort to protect the earth.

In 1854, Chief Sealth was perhaps the most outspoken when it came to the treatment of our resources. He recognized the damage created by the "new society" of people in the territory and pleaded for consideration of the generations to come. Unfortunately, his cry fell on deaf ears and his message of wisdom was only passed on, not acted on.

Chief Sealth's words, as our words today, are that all things are connected. As we look at our watersheds, forests, rivers, streams, fish, and wildlife, we see a system that breathes life to our communities. We know that the rainfall fills the rivers and charges the aquifers to maintain life for the salmon.

Interruption of the ground water can starve a stream. Paving over wetlands can cut off water storage, eliminate salmon rearing habitat, and alter the river systems potential for fish and wildlife habitat.

Today, state and local governments are deliberating on actions that could affect the future of land use management of natural

resources. Growth management and local government sensitive area ordinances weigh heavy in decision making. Local government and utilities must plan for an increased human population in the future, but also must plan carefully to maximize the benefit to all parties including the future potential. Multiple use conflicts may take additional species away from our children's future and generations to follow.

The tribes will observe carefully as the process continues. We know that in most river systems, guidance is needed for a way to put water back in the streams for salmon, wetlands need to be protected for rearing, and non-point source pollution needs to be prevented.

We also know the challenge is for the tribes and state and local government to create mechanisms to reverse the trend of destruction. As we see the problems with salmon, spotted owls, and other species listed under the Endangered Species Act, we see the need to look at a new way to manage our resources.

The tribes are not asking for a new way of thinking, but an old way — centuries old. We have always known the importance of life. We, as Indians, seek a brighter future for our people. A future with the abundance to work diligently to protect, enhance, and restore our watersheds for many more generations.

Local governments receive SEPA/GMA grants

Six local governments are receiving \$1.1 million in state grants to develop ways to substantially cut the costs of complying with environmental laws as part of growth management work.

As local governments began their work under the Growth Management Act, they found areas of overlap and duplication with the State Environmental Policy Act. These grants will work to determine how the two laws can work together more smoothly and effectively.

The focus is to relieve regulatory burdens by simplifying and speeding up the permit process and reducing development costs while maintaining environmental quality. The grants also will be used to look at ways citizens can be involved early in project review so they can have meaningful input before decisions are made.

This streamlining process is the topic of ongoing discussions by the Governor's Task Force on Regulatory Reform. The grants are a way of providing "on-the-ground" experience with some of the concepts being discussed by the task force and the Legislature.

Tacoma is receiving \$250,000 to develop a programmatic environmental impact statement that will explore development options for the Thea Foss Waterway subarea. Everett will use its \$265,000 to develop a variety of innovative models for updating land use capacity information as development occurs in the southwest Everett subarea. The \$50,000 grant awarded to Duvall will be used to create new, unified development regulations that incorporate SEPA, GMA, and the state Shoreline Management Act.

Yakima County plans to look at service needs of the urban and rural areas in the county with its \$250,000 grant. Spokane County is using its \$220,000 grant award to help develop a regional environmental analysis to create alternatives for drawing interim urban growth boundaries and to identify performance measures to mitigate urban growth impacts. The \$75,000 grant to King County will be used to develop benchmark indicators to measure the effectiveness of county-wide planning policies.

Call Peter Riley at 206-753-4314 for further information.

Mark your calendar for these upcoming conferences

Development regulations

An all-day conference on making development regulations consistent with comprehensive plans is scheduled November 9 at the Double Tree Suites in Tukwila.

It is sponsored by Washington State Community, Trade and Economic Development, Association of Washington Cities, Washington State Association of Counties, Planning Association of Washington, and the Washington Chapter of the American Planning Association. Call AWC at 206-753-4137 for registration information.

Least Cost Transportation Planning

This symposium is being offered by the state departments of Energy and Transportation November 3 and 4 at the Sea-Tac Raddison Hotel. Least cost planning is an even-handed comparison of all options for meeting a set of goals and a means for identifying the best mix of options. Recent state and federal laws require that it be used in transportation planning.

For details on the symposium, call Scott Merriman at 206-956-2089.

Our Changing Infrastructure

This year's Infrastructure Assistance Coordinating Council meeting will be October 26 and 27 in Wenatchee.

The keynote on October 26 features Chuck Clarke, regional administrator of the Environmental Protection Agency, Region X. The conference is designed to update local government staff, tribal officials, and public works professionals about the current and future status of federal and state assistance programs.

Call Mike Mattox at 206-753-4809 for further information.

Beyond NIMBY: Siting Social Service and Correctional Programs and Facilities

This workshop will be presented at the Shoreline Conference Center in Seattle, from 8:30 a.m. to 5 p.m., on October 13. Call the Washington Council on Crime and Delinquency at 206-461-3421 for details.

A coordinated approach to providing quality water service in Clark County

By Rod Orlando

Policy Analyst, Clark County Department of Community Development

Clark County is implementing a plan for coordinated operation of its major public water systems. An initial coordinated water system plan was prepared in 1983. A major update of the plan was completed in 1991.

A Water Utility Coordinating Committee was responsible for the development of the plan. The committee is composed of principal management and technical officials from major city water providers, Clark Public Utilities (a public utility district), Southwest Washington Health District, fire protection agencies, Clark County, and the state Department of Health.

A basic philosophy embraced by all members of the committee in developing the plan was that it is best that new developments in the unincorporated area be served by public water providers with a good track record. This means providers that are large enough to realize economies of scale in providing quality water service and whose operations meet state and federal standards.

An overriding objective of the plan is to slow the proliferation of small, fledgling water systems. The concern is that the poorly maintained wells of these systems pose risks of aquifer contamination. The aquifer serves as the water supply for a larger area and, sometimes, the region. And there is the desire that the residents of new developments receive adequate public water, including fire protection.

Clark County has more than 900 public water providers. Most are small with two to 10 connections. Ground water is the source of water supply for all major providers.

The coordinated water system plan includes a complex array of interlocking policies affecting the seven largest providers. The plan includes sections on service areas, design standards, review procedures,

satellite systems management, and interconnections and conservation.

Utility service review is the centerpiece of the plan. It speaks to a procedure for providing water service to new developments within the county. The success of this procedure depends on the recognition of water service territories and diligent cooperation among major water providers.

Water service territories have been established for each of the major utilities, through interlocal agreements involving affected water providers and Clark County.

The review procedure is structured so that certain providers are given an opportunity to serve a new development before other providers or methods are used. The preference in providing service to new developments is as follows:

- Direct or satellite service by the designated utility for a service territory.
- Interim or permanent service by an adjacent utility. The service area is adjusted if permanent service is arranged.
- Satellite service on an interim basis by Clark Public Utility, if the development is located outside CPU's service territory.
- Formation of a new public water system.

New development regulations publication

Information on how to develop an implementation strategy for development regulations will be available soon from CTED. The procedural criteria recommends that each city and county develop a strategy for implementing its comprehensive plan. The strategy should describe the regulatory and non-regulatory measures, including actions for acquiring and spending money, to be used to apply the plan.

Call 206-753-2222 for information on the publication.

State's growth management hearings boards

Listed below are new cases or action on existing cases before the state's growth management hearings boards.

Central Puget Sound

CASE NO. 93-3-0010 STATUS: DECISION ISSUED 6/3/94; COMPLIANCE DEADLINE 10/3/94

Association of Rural Residents vs. Kitsap County. Subject: Interim urban growth areas. Appealed to Thurston County Superior Court, 7/22/94.

CASE NO. 94-3-0001 STATUS: DECISION 7/5/94; COMPLIANCE DEADLINE 12/1/94

Cities of Tacoma, Milton, Sumner, and Puyallup vs. Pierce County. Friend of the Court: Association of Washington Cities, et al. Subject: Interim urban growth areas. The board returned the county's IUGA ordinance and directed the county to base its IUGAs exclusively on OFM's 20-year population projections; include densities sufficient to permit the projected growth; include greenbelts and open space areas; provide written justification to cities if the UGAs adopted by the county are different than those proposed by the cities; and "show its work" justifying its UGAs, including a definition of "urban" and an accounting of how the net available land for urban growth was calculated. Appealed to Thurston County Superior Court, 8/2/94.

CASE NO. 94-3-0004 STATUS: CASE DISMISSED AT REQUEST OF PARTIES 7/19/94; COMPLIANCE DEADLINE 11/1/94

City of Black Diamond and Black Diamond Associates vs. King County. Intervenor: Palmer Coking Coal Co. Subject: Interim urban growth areas. The board returned the county's IUGA ordinance, directing the county to make the IUGA map and its narrative more accurate and to include the Black Diamond Watershed in the city's IUGA.

CASE NO. 94-3-0006 STATUS: PETITION FILED 8/11/94; PREHEARING CONFERENCE 9/19/94

Kitsap County vs. City of Poulsbo. Subject: Poulsbo's comprehensive plan.

CASE NO. 94-3-0007 STATUS: PETITION FILED 8/1/94; PREHEARING CONFERENCE 9/21/94

Mike Brown, Ron Nobach, Robert Hild, d.b.a. Lake Industries Soil Processors, et al vs. City of Lake Stevens. Subject: Lake Stevens' comprehensive plan.

CASE NO. 94-3-0009 STATUS: PETITION FILED 8/16/94; PREHEARING CONFERENCE 9/28/94

Friends of the Law and Bear Creek Citizens for Growth Management vs. King County. Subject: Failure of King County to adopt a comprehensive plan and final UGAs by the July 1, 1994, deadline.

CASE NO. 94-3-0011 STATUS: PETITION FILED 8/23/94; PREHEARING CONFERENCE 9/26/94

Ann Agaard, Sue Kienast, Tris Samberg, Michael Hablewitz, Cheri Miller, Craig Bernhart,

and Judy Fisher vs. City of Bothell. Subject: Bothell's comprehensive plan. (Three cases consolidated.)

Western Washington

CASE NO. 94-02-0001 STATUS: DECISION 6/30/94

North Cascades Audubon Society, et al vs. Whatcom County. Subject: Interim critical areas ordinance. The board returned the ordinance to the county council with directions to employ proper compliance with SEPA and to consider the referendum changes in the context of staff review, public participation, public hearing, and a reasoned decision-making process. The county council may reject all of the referendum changes, accept all the changes, or do something else. Appealed to Thurston County Superior Court by the intervenor, Steve Brisbane.

CASE NO. 94-2-0002 STATUS: DECISION 8/27/94

Donald Berschauer vs. City of Tumwater. Subject: Review of part of the city's land use plan. The board found the city's adoption of the land use designation for the Sapp Road Land Use Plan Overlay area is not in compliance with the GMA. It directed Tumwater to bring the ordinance into compliance by November 4, 1994.

CASE NO. 94-2-0006 STATUS: DECISION 8/10/94

City of Port Townsend, et. al vs. Jefferson County. The board found that the city's IUGA was correct under the GMA. It ruled, however, that other action designating IUGAs for Port Ludlow and the Tri-Area violated provisions of the GMA. The board also determined that the rural density designation of one dwelling unit per acre in the ordinance did not comply with the act.

CASE NO. 94-2-0009 STATUS: PETITION FILED 7/25/94; HEARING 10/19/94

Whatcom Environmental Council vs. Whatcom County. Subject: Interim urban growth areas.

CASE NO. 94-2-0010 STATUS: PETITION FILED 7/27/94; HEARING 10/20/94

Williams, Teitge & McCollum vs. Whatcom County. Subject: Interim urban growth areas. Consolidated with case No. 94-2-0013.

CASE NOS. 94-2-0011 AND 94-2-0012 STATUS: PETITIONS FILED 7/29/94; HEARING 11/3/94

Shine Community Action Council vs. Jefferson County; City of Port Townsend vs. Jefferson County. Subject: Critical areas.

CASE NO. 94-2-0013 STATUS: PETITION FILED 8/8/94; HEARING 10/20/94

Lee Denke and Barbara Denke vs. Whatcom County. Subject: Interim urban growth area.

Eastern Washington

CASE NO. 94-1-0001 STATUS: DECISION 7/1/94; ORDER 7/12/94

Save Our Butte Save Our Basin Society vs. Chelan County. Subject: Interim urban growth area. The board found that the addition of Chelan Butte to the city of Chelan's IUGA was not in compliance with the GMA. The board returned the matter to Chelan County for further consideration and revision or repeal. Order: The city and the county shall be allowed to consider other proposals for Chelan Butte in its final UGA and comprehensive plan.

CASE NO. 94-1-0002 STATUS: CASE CLOSED 8/12/94

Yakima Indian Nation vs. Kittitas County. Subject: Critical areas. Kittitas County adopted an ordinance designating and protecting critical areas.

CASE NO. 94-1-0015 STATUS: DECISION 8/8/94

Save Our Butte Save Our Basin Society, et al. vs. Chelan County. Subject: Interim regulations for resource lands and critical areas. The board found Chelan County: did not adequately designate its agricultural resource lands and critical areas; failed to protect and assure the conservation of its agricultural, forest, and mineral resource lands and its critical areas; and, did not comply with the public participation requirements of the GMA. The county is to bring these issues into compliance with the GMA by December 8, 1994.

CASE NO. 94-1-0017 STATUS: DECISION 8/1/94

RIDGE vs. Kittitas County. Subject: Forest lands designation. The board ruled that both the Cle Elum River Property and the adjacent lands should have been designated as forest lands of long-term commercial significance. By Nov. 1, 1994, the county must either modify its ordinance and resolution to include these properties in forest land designation or show why these lands should not be so designated.

CASE NO. 94-1-0019 STATUS: AGREEMENT AND DECISION 6/22/94; COMPLIANCE HEARING 10/19/94

City of Ellensburg and Mike Williams vs. Kittitas County. Subject: Agricultural lands. The county shall adopt an ordinance designating agricultural lands of long-term commercial significance and development regulations that conserve those lands as required by the GMA. A status conference is scheduled Oct. 19, 1994, to determine the status of petitioner Williams' SEPA complaint.

Note: Due to space limitations, some new cases are not listed. For information, call the Boards directly: Central Puget Sound, 206-389-2625; Western Washington, 206-664-8966; Eastern Washington, 509-454-7803.

PUDs as partners in solving the water puzzle

By John Kounts

Water Programs Director, Washington
Public Utility Districts Association

Public utility districts can help cities, counties, and the state solve our increasingly complex water problems.

As other articles in this issue of *About Growth* suggest, the Growth Management Act has raised water issues, and the implications of inadequate water supply, to new heights of public visibility. These issues need the analysis and creative problem-solving that water-utility professionals often are well-suited to address, working closely with land use planners and elected decision makers.

PUDs can offer this help in many of the counties where they provide water service. Of the state's 39 counties, 27 have PUDs, and 19 of these PUDs offer water and, in some cases, sewer service.

In the counties where they serve, PUDs often have county-wide utility authority, and they can serve customers in both incorporated and unincorporated areas. These facts have special meaning for growth management. Working together in a county, the PUD, cities, and county government can sort out critical GMA issues, such as:

- How to define urban growth areas on the basis of where water supply facilities exist.
- How to define urban and rural levels of water service.
- Whether the PUD or a city water utility should serve in urban growth areas.
- Where water might come from to serve the urban densities called for in GMA plans.
- How water conservation and efficiency improvements can become cost-effective new sources of water "supply."
- How rural water service can be improved to comply with increasingly stringent health regulations, without promoting urban sprawl.

The PUD can help meet these local needs by operating city and rural water systems, wholesaling water to other water systems, or acting as the county's water resource planning agency. PUDs around the state fill these roles.

Defining water-service issues and responsibilities depends greatly on local circumstances and how state water policies affect local GMA goals. Some good examples of water-resource

partnerships between PUDs and other local governments have begun to emerge.

In Clallam County, the PUD, city of Port Angeles, and county officials are using GMA planning to sort out the future for water service. A spirit of cooperation guides the PUD's work with other local governments on water-service issues, according to Clallam PUD Manager Mike McInnes.

"Our intent is to provide the individual customer with the best service at least cost," McInnes said. "This approach might not always be in our utility's financial interest, however." In urban growth areas it might mean the customer's service is acquired by the city and lost by the PUD.

"What's ultimately best for the customer needs to guide the planning process, not just what's in the utility's interest," McInnes concluded.

The Washington PUD Association has prepared a set of "model policies" on rural water service for county growth management policies and comprehensive plans. Call 206-682-3110 to receive a copy.



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